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ABSTRACT

This report presents Iowa's performance indicators of program quality in adult basic education (ABE) programs and describes the process by which they were developed. The performance indicators fulfill the mandate of the National Literacy Act of 1991 to serve as indicators of program quality. They were developed through a comprehensive process that included the participation of adult education administrators and practitioners, adult learners, researchers, and other experts in the field, and they take into account the different conditions under which the broad array of local programs operate. The performance indicators fall under two general topic areas: program process and content, and student outcomes. Program process and content refers to components of the program that define how it operates, such as program planning, student recruitment, intake, assessment, staff characteristics, curriculum and instructional content, materials and equipment, assessment of student progress, evaluation, and follow-up. Student outcomes refers to the impact of the program on students, such as learning gains and goal attainment. The guide contains 9 indicators of program quality, 26 performance measures, and 33 performance standards. Six appendixes, which make up half the document, include the following: a description of the initial development of performance measures; a memorandum of approval of performance indicators by ABE coordinators; first draft of performance standards; ratification of performance standards by ABE coordinators and adult education deans and directors; a chronological listing of continuing education, ABE, and General Educational Development accountability studies; and a policy paper in support of regional delivery systems. (KC)

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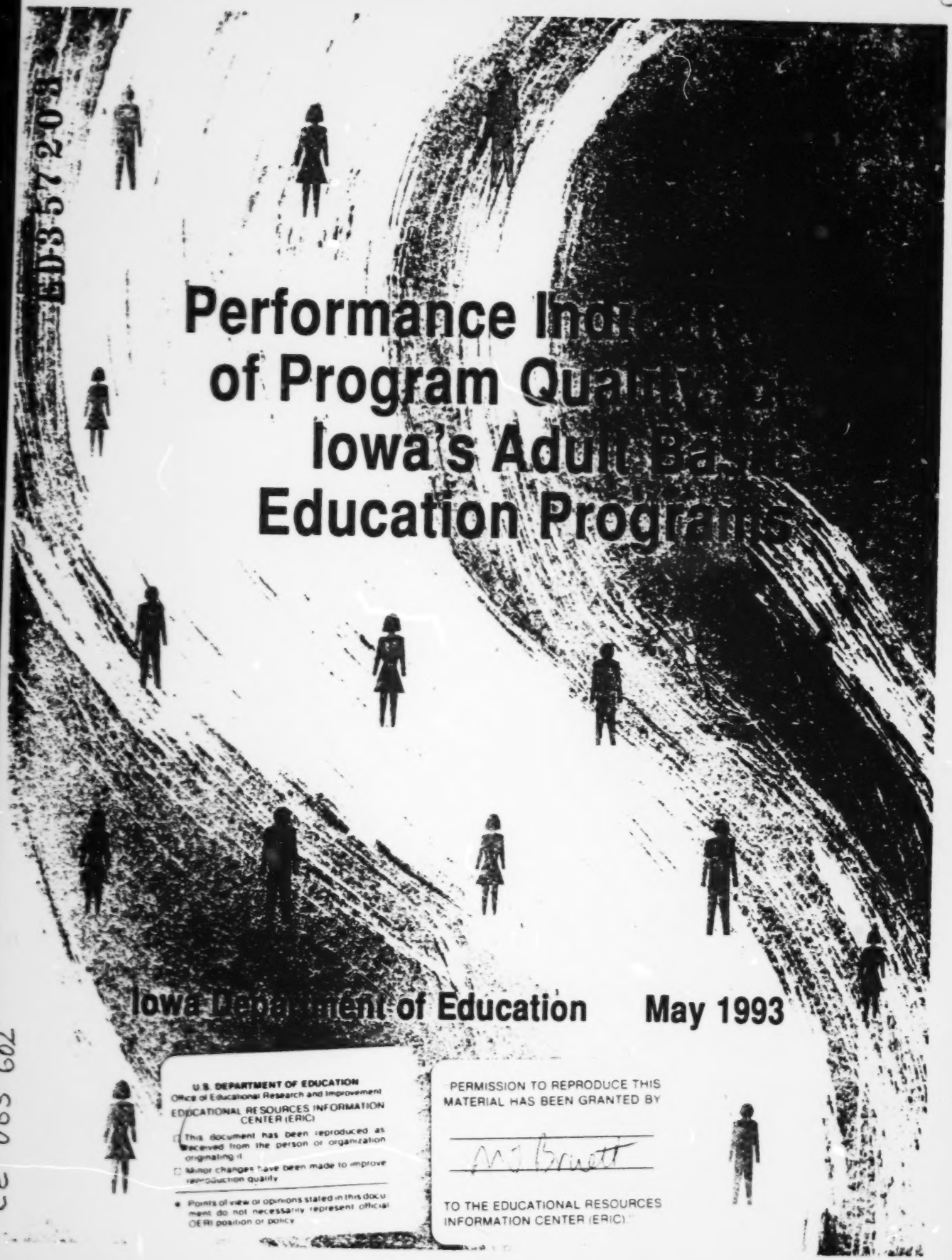

Performance Indicators of Program Quality in Iowa's Adult Basic Education Programs

Iowa Department of Education May 1993

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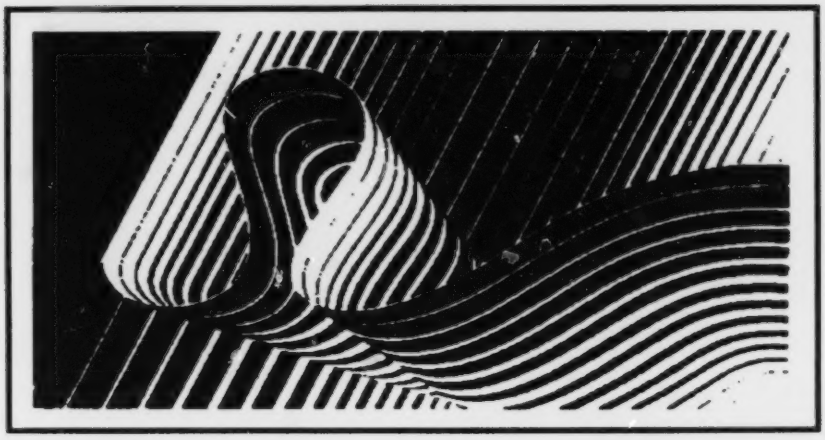

Performance Indicators of Program Quality for Iowa's Adult Basic Education Programs

Iowa Department of Education

May 1993

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Preface

For more than 25 years (1965-1993), the Adult Education Act has supported states' efforts to provide lifelong learning opportunities for educationally disadvantaged adults. Adult basic education (ABE), adult secondary education (ASE), and English-as-a-Second Language (ESL) programs have allowed adult learners to reach their full potential as parents, workers, and citizens of their communities.

The National Literacy Act of 1991 renewed the federal commitment to adult education. Foremost among its priorities is the improvement of programs to ensure that educational services supported with federal funds are quality services. To this end, the National Literacy Act called for the development of indicators of program quality by the Secretary of Education that could be used by states and local programs as models by which to judge the effectiveness of their services.

The performance indicators, presented in this report, fulfill that mandate. They were developed through a comprehensive process that included the participation of adult education administrators and practitioners, adult learners, researchers, and other experts in the field. They have taken into account the different conditions under which the broad array of local programs operate. Both the indicators themselves, and the process by which they were developed, guided Iowa's adult basic education coordinators as they developed and refined Iowa's quality indicators to meet the requirements of the National Literacy Act.

As a new century approaches, Americans will need higher levels of literacy than ever before. The National Literacy Act challenges all of us involved in adult basic education and literacy to make certain that this need is met. The performance indicators represent a first and critical step in our efforts to define and promote quality in programs that serve as the foundation for ensuring the successful achievement of national educational goal number five which states: **"by the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in a national global economy and exercise the rights and responsibilities of citizenship."**

Acknowledgments

The statewide **performance indicators project** was completed through the cooperation, guidance, interest and assistance of many individuals who devoted their time, energy, and expertise in all phases of the project. The writer expresses appreciation to the individuals and groups who participated and assisted in making the project a successful reality.

Appreciation is extended to **Iowa's community colleges adult basic education coordinators** who provided the input that the standards' committee used in the formulation phase of the project. The project could not have been completed without their time commitment, dedication and expertise.

A special thank you is extended to **Larry Condelli**, project director of the development of the national performance indicators, Pelavin Associates, Inc., Washington, D.C. Larry provided timely technical assistance and direction throughout the duration of the project.

A sincere note of appreciation is extended to **Hal Beder**, professor of Adult Education, Rutgers University; New Brunswick, New Jersey. Hal was always available to offer sage advice and technical assistance.

A special note of appreciation is extended to **Becky Erickson**, Graphic Artist, for data entry of the original draft from the author's illegible handwriting.

A special and sincere thank you is extended to the **adult basic education standards' committee**. The standards' committee provided overall direction for the project. They assisted in the synthesizing, summarization and consolidation of input from the adult basic education coordinators. The following is a listing of the focus areas and committee members:

Focus Area	Committee Members
Educational Gains	**John Hartwig**, Iowa Department of Education, Des Moines **Laura Schinnow**, Iowa Valley Community College District, Marshalltown
Program Planning	**Kay Nebergall**, Kirkwood Community College, Cedar Rapids **Marty Lundberg**, North Iowa Area Community College, Mason City
Curriculum/Instruction	**Georgie Klevar**, Northeast Iowa Community College, Calmar **Linda Rater**, Hawkeye Community College, Waterloo
Staff Development	**Dona Eckhardt**, Eastern Iowa Community College District, Davenport **Jane Hobart**, Iowa Central Community College, Fort Dodge
Support Services	**Donald L. Wederquist**, Iowa Department of Education, Des Moines **Jane Hobart**, Iowa Central Community College, Fort Dodge
Recruitment/Retention	**Joan Rourke**, Indian Hills Community College, Ottumwa **Karmen Shriver**, North Iowa Area Community College, Mason City

John Hartwig, Ph.D.
Division of Community Colleges
Iowa Department of Education
May 1993

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A Reference Guide to the Performance Indicators of Program Quality for Iowa's Adult Basic Education Programs

Focus Area		Indicator	
1.0	Educational Gains	1.1	Learners demonstrate progress toward attainment of basic skills.
		1.2	Learners advance in the instructional program or complete program educational requirements that allow them to continue their education or training.
		1.3	Literacy rates of Iowa's adult population are regularly assessed in conjunction with the National Adult Literacy Survey (NALS).
2.0	Program Planning	2.1	Program has a planning process that is ongoing and participatory, guided by evaluation, and based on a written plan that considers: community demographics, needs, resources, and economic and technological trends, and is implemented to the fullest extent.
3.0	Curriculum and Instruction	3.1	Program has curriculum and instruction geared to individual students and levels of student needs.
4.0	Staff Development	4.1	Program has an ongoing staff development process that considers the specific needs of its staff, and offers training in the skills necessary to provide quality instruction.
5.0	Support Services	5.1	Program identifies students' needs for support services and makes services available to students directly or through referral to other educational and service agencies with which the program coordinates.
6.0	Recruitment	6.1	Program successfully recruits the target populations in the community identified in the Adult Education Act.
7.0	Retention	7.1	Students remain in the program until they have met their stated and appropriate educational goals.

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Performance Indicators of Program Quality for Iowa's Adult Basic Education Programs

Overview

The Adult Education Act (AEA) establishes the federal role in supporting the provision of basic skills instruction to educationally disadvantaged adults. The Act authorizes the U.S. Department of Education to provide basic grants to states that support local instruction to adults in adult basic education (ABE), adult secondary education (ASE), and English-as-a-second-language (ESL) programs. The Act also promotes quality in state and local programs through requirements for program evaluation. The most recent amendments to the Act, embodied in the National Literacy Act (NLA) of 1991, highlight the importance of program quality by requiring that

> Within one year after the enactment of the National Literacy Act of 1991, the Secretary, in consultation with appropriate experts, educators and administrators, shall develop indicators of program quality that may be used by State and local programs receiving assistance under this title as models by which to judge the success of such programs, including success in recruitment and retention of students and improvement in the literacy skills of students. Such indicators shall take into account different conditions under which programs operate and shall be modified as better means of assessing program quality are developed (Section 361(c) of the Adult Education Act).

In addition, the National Literacy Act requires that states develop and implement their own indicators of program quality to be used to evaluate programs assisted under this title "to determine whether such programs are effective, including whether such programs are successfully recruiting, retaining, and improving the literacy skills of the individuals served in such programs" (Section 331 [a][2] of the Adult Education Act). **The indicators must be integrated into the state's evaluation system for local programs.** States have until July 1993 to develop and implement their indicators.

This report presents Iowa's performance indicators of program quality and describes the process by which they were developed. The Iowa Department of Education, Division of Community Colleges, had responsibility for this process.

The performance indicators developed through this process have taken into account the different conditions under which Iowa's adult basic education programs operate and will be modified as better means of assessing program quality are identified. Their primary purpose is to **provide the state and local programs with performance indicators by which to judge the success of their programs**. These indicators represent the elements that the Iowa Department of Education, based on consultation with the field, views as essential to ensure high-quality services in adult basic education and literacy programs.

Quality Indicators, Measures and Performance Standards

The National Literacy Act specified that indicators were to be developed in the areas of recruitment, retention, and learning gains. In addition, the U.S. Department of Education identified two general topic areas for which indicators were to be developed: *program process and content*, and *student outcomes*. *Program process and content* refers to components of the program that define how it operates, such as: (1) program

planning, (2) recruitment of students, (3) intake, (4) assessment, (5) staff characteristics, (6) curriculum and instructional content, (7) materials and equipment, (8) assessment of student progress, (9) evaluation, and (10) follow-up. *Student outcomes* refers to the impact of the program on students, such as learning gains and goal attainment.

To guide the development of Iowa's performance indicators, a framework for the quality indicator development process was established utilizing the national model developed by Pelavin Associates for the U.S. Department of Education. It was especially important to distinguish quality indicators from performance measures and performance standards. The three terms are often used interchangeably, yet they differ conceptually. Defining them clarified the development process and the meaning of a quality indicator.

Definition of Terms

The following definitions were adopted from the definitions referenced in the national model developed by Pelavin Associates for the U.S. Department of Education.

Quality Indicator. A quality indicator is a variable that reflects effective and efficient program performance.

Performance Measure. A performance measure is defined as the data or process used to determine the quantitative or qualitative level of performance.

Performance Standard. A measure with a specific numeric criterion, qualitative statement or level of performance tied to it. A performance standard defines a level of acceptable performance for a specific performance measure or clarifies a process when a performance measure is viewed as qualitative. There are three types of performance standards: 1) quantitative, 2) qualitative, 3) a combination of quantitative and qualitative. A quantitative standard define a specific numeric criterion or a level of performance. A qualitative standard defines a process or series of activities. A qualitative standard is used to qualify a process oriented performance measure. In some cases, a performance standard may be classified as a combination of quantitative and qualitative.

Criteria for Formulation of Appropriate Performance Standards

The criteria utilized for formulation of Iowa's performance standards were:

1) Does the performance standard describe a qualitative process?

2) Does the performance standard describe numeric criteria or performance level(s) (quantitative)?

3) If the performance standard describes a process; which research reports, memoranda, or other documentation accurately qualifies that process?

4) If the performance standard describes numeric criteria or performance level(s), which trend data accurately quantifies that numeric criteria or performance level(s)?

5) Does the standard reflect generally accepted statewide program practices as opposed to local program practices?

6) Is the standard equitable, appropriate, and achievable for Iowa's Adult Basic Education program based on long term trends?

Timeframes

The timeframes for formulation, development and implementation of the performance standards were as follows:

	Event	Date
1.	Initial national performance indicators developed and approved by Pelavin Associates for U.S. Department of Education.	February - July, 1992
2.	Initial development of state performance indicators included in the Amendments to Iowa's Plan for Adult Basic Education for Fiscal Years 1993-1995.	July 1992
3.	Development and refinement of Iowa's performance measures based on the Pelavin model. [*See Appendix A.*]	September 8, 1992
4.	Approval of performance measures by ABE Coordinators. [*See Appendix B.*]	November 19, 1992
5.	First draft of performance standards. [*See Appendix C.*]	February 10, 1993
6.	Approval of performance standards. [*See Appendix D.*]	March 1993
7.	Dissemination of performance standards.	April-July 1993
8.	Implementation of performance standards In Iowa's adult basic education programs.	July 1993

The Iowa Context

The formulation of Iowa's adult basic education program performance indicators utilized the national performance indicators developed by Pelavin Associates, Inc., for the U.S. Department of Education, Division of Vocational and Adult Education. The Iowa standards' committee, a sub-committee of the adult basic education coordinators' group, reviewed the Pelavin model and made appropriate modifications and revisions which reflected the reality of program practices inherent in Iowa's adult basic education programs. The performance measures were twice reviewed and modified by the standards' committee. The adult basic education coordinators approved the performance measures after the two revisions by the standards' committee.

The next task of the standards' committee was the formulation and development of quantifiable and/or qualifiable performance standards based on the approved performance measures. The standards' committee revised the performance standards twice prior to submission to the adult basic education coordinators for final revisions and approval. The performance standards were then submitted to the adult deans and directors' association for review and approval prior to implementation of the standards for program evaluation purposes.

During the formulation and development of the performance standards, the standards' committee utilized several data sources to serve as documentation for the genesis of the performance standards. The major data sources utilized in the formulation and development of the performance standards were: (1) Iowa's State Plan and Amendments for Adult Basic Education: Fiscal Years 1990-1995, (2) The Adult Basic Education Federal Annual Program Performance Report, (3) The General Educational Development Testing Service (GEDTS) and the Iowa GED Annual Statistical Reports, (4) The Iowa High School Equivalency Diplomas data base developed by the Iowa Department of Education, (5) a variety of policy memoranda, developed by the Iowa Department of Education, outlining program practices and procedures on various aspects of adult basic education program and staff development activities, (6) 1990 federal census data, (7) a variety of research and accountability studies conducted on various aspects of Iowa's ABE/ESL/GED program. [*See Appendix E*]

Throughout the entire process of standards articulation, many persons and organizations were involved in the formulation, development and review of the performance standards. This process has assured the field of adult basic education in Iowa that the performance standards quantify or qualify the reality of acceptable performance of the many and varied aspects of meeting the intent of national education goal number five which states: **"by the year 2000, every adult American will be literate and will possess the knowledge and skills necessary to compete in global economy and exercise the rights and responsibilities of citizenship."**

Iowa's Adult Basic Education Performance Measures and Performance Standards

Performance Standards' Philosophy

The performance standards for Iowa's adult basic education programs were developed with a philosophy and goal of program improvement and accountability. The performance standards represent the philosophical and practical yardstick by which Iowa's adult basic education programs will be judged and evaluated. The performance standards also represents the effectiveness of an integrated system for the delivery of basic skills education to Iowa's adult populous through the community college continuing education network. Several recent, national research studies have concluded that states **which have integrated delivery systems have greater accountability and effectiveness as opposed to those states which have a pattern of unconnected entities**. *[See Appendix F.]*

Performance Standards' Process

The performance standards, listed on the following pages, have two separate components: (1) a listing of focus areas, indicators, performance measures, and performance standards, (2) the data source for each standard. In order to effectively articulate the process of performance standards development, the standards' committee formulated performance standards for all focus areas. The reader will note on the form entitled: *"Iowa's Adult Basic Education Performance Indicators and Performance Standards Source Identification,"* the source documentation and type of standard are identified.

It should be noted that two of the performance standards (1.12.1 and 1.22.1) simply state that the standard is to be determined for future program needs. The reason for this is due to the fact that a specific strategy for competency basis education has not, as yet, been integrated into current programming efforts. However, since it is an important performance measure, it is a concept to be explored in the future.

Analysis

An analysis of the performance standards indicates the following observations:

1. There are nine (9) indicators of program quality.
2. There are twenty-six (26) performance measures.
3. There are thirty-three (33) performance standards.
4. The performance standards are classified according to the following taxonomy.
    a. Twelve (12) are quantifiable.
    b. Thirteen (13) are qualifiable.
    c. Six (6) are a combination of quantifiable/qualifiable.
    d. Two (2) are unclassified since they represent future strategies.

Utilization of Performance Standards

The performance standards presented in this report fulfill the federal mandate of the National Literacy Act. As stated in the Act, they can be modified as better means of assessing program quality are developed. They provide invaluable guidance to the states, local programs, the field, and policymakers at all levels.

For Iowa's community college adult basic education programs, the performance standards and the process used in their development has added another measure of accountability.

For local programs, the performance standards offer a clear and concise method of judging the success of their programs and promoting program improvement.

For the field, the performance standards offer a focus for basic and applied research, innovative practices, evaluative studies, and technical assistance efforts. [*See Appendix E.*]

For policymakers, the performance standards provide better, more appropriate, and more accurate information on the effectiveness of Iowa's adult basic education programs and delivery system—information that will enhance their understanding of the value of Iowa's community colleges continuing education delivery system.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
1.0 Educational Gains	1.1 Learners demonstrate progress toward attainment of basic skills.	1.11 Standardized test score gains.	1.11.1 Average range of .5 - 1.0 grade level increase within a range of 20-60 instructional hours.
			1.11.2 Maintain a standard score average range of 49.5-51.5 for GED graduates' performance on the GED examinations.
		1.12 Competency-based test score gains.	1.12.1 To be determined for future program needs.
		1.13 Teacher reports of gains/improvements in basic skills competencies.	1.13.1 Availability of: learner-teacher conferences/anecdotal records/ teacher logs.
		1.14 Alternative assessment methods (e.g., portfolio assessment, student reports of attainment, or improvement in specific employability or life skills).	1.14.1 A variety of nontraditional assessment procedures are utilized to assess student gains.
	1.2 Learners advance in the instructional program or complete program educational requirements that allow them to continue their education or training.	1.21 Rate of student advancement to a higher level of skill or competency in the adult education program.	1.21.1 Average range of 18-28 percent rate of student advancement.
		1.22 Attainment of a competency certificate.	1.22.1 To be determined for future program needs.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
1.0 Educational Gains		1.23 Attainment of a GED or high school diploma.	1.23.1 Average range of 10-20 percent of candidates enrolled in GED classes receive GED or adult high school diploma.
			1.23.2 Maintain an average range of 85-93 percent pass rate for GED candidates on the GED examinations.
		1.24 Percent of students referred to or entering other education or training programs.	1.24.1 Average range of 11-25 percent referred to or entering other education or training programs.
	1.3 Literacy rates of Iowa's adult population are regularly assessed in conjunction with the National Adult Literacy Survey (NALS).	1.31 Establish benchmarks for Iowa's adult population literacy proficiency levels.	1.31.1 Conduct Iowa State Adult Literacy Survey (IASALS) each time National Adult Literacy Survey (NALS) is conducted.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
2.0 Program Planning	2.1 Program has a planning process that is ongoing and participatory, guided by evaluation, and based on a written plan that considers: community demographics, needs, resources, and economic and technological trends, and is implemented to the fullest extent.	2.11 Existence of Iowa's Plan for Adult Basic Education and local program plans that specifies program goals and objectives that reflect community needs and is reviewed and revised when necessary.	2.11.1 Availability of resource documents that specify program goals and objectives that reflect community needs.
		2.12 Openness of the program to community input through mechanisms which may include: a participatory planning committee, cooperating organizations, staff meetings, student questionnaires, and documents that have data on community needs.	2.12.1 Availability of mechanisms that reflect community input and assist in program planning.
		2.13 Existence of program evaluation which provides input for the program planning process.	2.13.1 A variety of general and program-specific resource documents that evaluate the effectiveness of the program planning process is available.
		2.14 Flexibility is maintained between planned program activities and actual activities.	2.14.1 Planned and actual program activities reflect the flexibility necessary for effective ABE programming.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
3.0 Curriculum and Instruction	3.1 Program has curriculum and instruction geared to individual students and levels of student needs.	3.11 Use of student assessment information to facilitate the instructional process.	3.11.1 Instructional materials assigned correlate with skill levels as determined by appropriate assessment instruments.
		3.12 Existence of student goal-setting process linked to decisions on instructional materials, approaches, and strategies.	3.12.1 Evidence of student-teacher goal setting, where appropriate, through available: student-teacher conferences/anecdotal records/student information forms/teacher logs.
		3.13 Instructional content and strategies address educational needs of individual students.	3.13.1 Assigned materials consistent with student goals and skill levels as indicated by the standardized assessment tool and documentation of student goals.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
4.0 Staff Development	4.1 Program has an ongoing staff development process that considers the specific needs of its staff, and offers training in the skills necessary to provide quality instruction.	4.11 Presence of preservice and in-service staff development opportunities that include: a program overview, philosophy and goals of the program, and ongoing topics appropriate to adult learning.	4.11.1 A variety of professional opportunities are available to coordinators through: face-to-face meetings, state sponsored local, quadrant and professional workshops, coordinator exchanges and special innovative and demonstration projects. 4.11.2 Instructor pre-service is reflected in: program orientation, teaching agreements, job descriptions, job specific state, quadrant and local workshops, a teacher exchange program and district and local workshops. 4.11.3 Instructor inservice is conducted through: specific state area wide workshops, a teacher exchange program and district and local workshops.
		4.12 Existence of process for identifying staff development needs.	4.12.1 Utilization of coordinator/teacher/recruiter/student workshop planning, implementation and evaluation is evident. 4.12.2 Administration of staff/teacher needs assessment by local coordinators or state consultants is utilized.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
4.0 Staff Development (cont.)		4.13 Effective staff performance as measured by student ratings or observations of staff.	4.13.1 Staff evaluations are conducted by program coordinators. 4.13.2 Students evaluate program.
		4.14 Percent of staff served through staff development activities.	4.14.1 Average range of 80-90 percent of ABE staff is served through staff development opportunities.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
5.0 Support Services	5.1 Program identifies students' needs for support services and makes services available to students directly or through referral to other educational and service agencies with which the program coordinates.	5.11 Presence of a process for identifying student support service needs.	5.11.1 Availability of support services is made known to clients through: coordinator, teacher, outreach worker referrals, and input from Participatory Planning Committees. 5.11.2 Identification of community resources for student support is an integral part of State and Local Plans.
		5.12 Presence of agreements or linkages between the program and human service providers.	5.12.1 Linkages exist with community support agencies such as: Vocational Rehabilitation, Promise Jobs, and JTPA. Linkages may include child care, transportation and other services.
		5.13 Students are referred to various agencies for support services.	5.13.1 Human services are available for Adult Basic Education clients.

Iowa's Adult Basic Education
Performance Measures and Performance Standards

Focus Area	Indicator of Program Quality	Performance Measure	Performance Standard
6.0 Recruitment	6.1 Program successfully recruits the target populations in the community identified in the Adult Education Act.	6.11 Percentage of target populations enrolled compared with state demographics.	6.11.1 The designated district target population as compared to the state target population range of 5-14 percent.
		6.12 Percentage of target populations enrolled compared with state average.	6.12.1 The designated district population as compared to the state enrollment of 8-15 percent.
7.0 Retention	7.1 Students remain in the program until they have met their stated and appropriate educational goals.	7.11 Percent of students meeting personal objectives.	7.11.1 Percentages of students meeting personal objectives as compared to the state average range of 8-15 percent.

Iowa's Adult Basic Education
Performance Indicators and Performance Standards
Source Identification Form

Focus Area #	Indicator of Program Quality #	Performance Measure #	Performance Standard #	Source Document for Performance Standard	*Type of Performance Standard
1.0	1.1	1.11	1.11.1	***Adult Basic Education Program Pre-post Assessment Report.***	1
1.0	1.1	1.11	1.11.2	***Final Report: Iowa's Norming Study of the Tests of General Educational Development.*** Research Report, October, 1989. p. 15, Table VII.	1
1.0	1.1	1.13	1.13.1	***Assessment and Adult Basic Education: The Iowa Model.*** Research Report, April, 1990. pp. 7-25.	2
1.0	1.1	1.14	1.14.1	***Assessment and Adult Basic Education: The Iowa Model.*** Research Report, April, 1990. pp. 7-25.	2
1.0	1.2	1.21	1.21.1	***Annual Performance Report for Adult Education State-Administered Program.*** Table 3; Column 5F.	1
1.0	1.2	1.23	1.23.1	***Annual Performance Report for Adult Education State-Administered Program.*** Table 6; Educational Achievement Statements #1 and #2.	1
1.0	1.2	1.23	1.23.2	***Final Report: Iowa's Norming Study of the Tests of General Educational Development.*** Research Report, October, 1989. pp. 14-28. ***Annual GED Statistical Reports.*** Table 1.	1
1.0	1.2	1.24	1.24.1	***Annual Performance Report for Adult Education State-Administered Program.*** Table 6; Educational Achievement Statement #3.	1
1.0	1.3	1.31	1.31.1	***National Adult Literacy Survey Informational Booklet.*** Educational Testing Service; 1990. pp. 1-9.	3

*1 = Quantitative
2 = Qualitative
3 = Combination of Quantitative and Qualitative

Iowa's Adult Basic Education
Performance Indicators and Performance Standards
Source Identification Form

Focus Area #	Indicator of Program Quality #	Performance Measure #	Performance Standard #	Source Document for Performance Standard	*Type of Performance Standard
2.0	2.1	2.11	2.11.1	Iowa's Plan for Adult Basic Education; Local Program plan; amendments to Grant-for-Services; and Staff Development Plan (teacher training plan).	3
2.0	2.1	2.12	2.12.1	**Staff Development Plan; National Adult Literacy Survey; Iowa's Norming Study of the Tests on General Educational Development. Local program plan.** Documents on community needs (census, newspaper articles, etc.); and student questionnaires (if appropriate).	3
2.0	2.1	2.13	2.13.1	***Annual Performance Report for Adult Basic Education***, Tables 1-7, and Pre-Post Assessment Report. **National Evaluation of Adult Education Programs by Developmental Associates, Inc., 1992; The GED Experience: Reaching Out to People; ABE/GED in Community Colleges; A Status Report; Assessment and Adult Basic Education: The Iowa Model; and A Two, Five, and Ten-Year Follow-Up of Iowa's GED Graduates**, Research Reports.	3
2.0	2.1	2.14	2.14.1	Local staff development program and plan.	3
3.0	3.1	3.11	3.11.1	***Assessment and Adult Basic Education: The Iowa Model***, Research Report, April, 1990.	1
3.0	3.1	3.12	3.12.1	***Assessment and Adult Basic Education; The Iowa Model***, Research Report, April, 1990.	2
3.0	3.1	3.13	3.13.1	A variety of accountability studies conducted by the Department of Education from 1981-1993.	3

*1 = Quantitative
2 = Qualitative
3 = Combination of Quantitative and Qualitative

Iowa's Adult Basic Education
Performance Indicators and Performance Standards
Source Identification Form

Focus Area #	Indicator of Program Quality #	Performance Measure #	Performance Standard #	Source Document for Performance Standard	*Type of Performance Standard
4.0	4.1	4.11	4.11.1	*Iowa Plan for Adult Basic Education 1990-93*, p. 7 *Amendments to Iowas Plan for A.B.E. For Fiscal Years 1993-95.* pp. 38-39 *Handbook for ABE Coordinators in Iowa's Merged Area Schools.* pp. 17-18	2
4.0	4.1	4.11	4.11.2	*Handbook for ABE Coordinators in Iowa's Merged Area Schools.* pp. 14, 17, 38, 86-92 and 101-113	2
4.0	4.1	4.11	4.11.3	*Handbook for ABE Coordinators in Iowa's Merged Area Schools.*	2
4.0	4.1	4.12	4.12.1	*"Minutes From Iowa State Literacy Council" - 1992* Staff Development Workshops and Meetings	2
4.0	4.1	4.12	4.12.2	Correspondence - Department of Education Consultants	2
4.0	4.1	4.13	4.13.1	*Handbook for State ABE Coordinators in Iowa Merged Area Schools.* pp. 26-27 and 115-117	2
4.0	4.1	4.13	4.13.2	*A Two, Five and Ten Year Follow-Up of Iowa's GED Graduates*, April, 1992	1
4.0	4.1	4.14	4.14.1	Local and State Staff Development Attendance Records	1

*1 = Quantitative
2 = Qualitative
3 = Combination of Quantitative

Iowa's Adult Basic Education
Performance Indicators and Performance Standards
Source Identification Form

Focus Area #	Indicator of Program Quality #	Performance Measure #	Performance Standard #	Source Document for Performance Standard	*Type of Performance Standard
5.0	5.1	5.11	5.11.1	***Handbook for ABE Coordinators in Iowa's Merged Area Schools.*** pp. 23-24	2
5.0	5.1	5.11	5.11.2	***Amendments in Iowa's Plan for ABE For FY 9 3-95.*** pp. 35-37	2
5.0	5.1	5.12	5.12.1	***Iowa Plan for Adult Basic Education: FY 90-93.*** pp. 92-98	2
5.0	5.1	5.13	5.13.1	***Amendments to Iowa's Plan for ABE for FY 93-95.*** pp. 35-37	2
6.0	6.1	6.11	6.11.1	***1990 Census Information*** ***Annual Performance Report for Adult Education State - Administered Program.*** Table 3, Statements 1-4.	1
6.0	6.1	6.12	6.12.1	***1990 Census Information.*** ***Annual Performance Report for Adult Education State - Administered Program.*** Table 3, Statements 1-4.	1

*1 = Quantitative
2 = Qualitative
3 = Combination of Quantitative

Iowa's Adult Basic Education
Performance Indicators and Performance Standards
Source Identification Form

Focus Area #	Indicator of Program Quality #	Performance Measure #	Performance Standard #	Source Document for Performance Standard	*Type of Performance Standard
7.0	7.1	7.11	7.11.1	***Iowa ABE Target Population Study.*** Section II, State of Iowa. ***Annual Performance Report for Adult Education State-Administered Program.*** Table 6, Statements 1-7. Local program teacher-learner conference/anecdotal records/oral evaluations/teacher logs/student interest surveys.	1

*1 = Quantitative
2 = Qualitative
3 = Combination of Quantitative and Qualitative

Epilogue

Indicators of program quality provide clear and unambiguous methods for assessing the success of a program in meeting goals. They promote program improvement by pointing to areas of excellence and weakness. Ideally, indicators will help all users of adult basic education services and those responsible for administering them. Policy makers could use the information from indicators to formulate decisions. Administrators could assess the effectiveness of programs to improve them to better meet the needs of the adult clientele and the community.

This landmark report has served as a one in a series of accountability studies in the field of adult basic education. [*See Appendix E.*] With the advent of the 1990's, accountability and proactiveness will be the conceptual banner around which Iowa's community colleges' adult and continuing educators will rally. This report has clearly demonstrated the excellence and quality of programs currently being offered.

It is then the challenge of Iowa's adult basic education programs to maintain these high standards of excellence, quality, innovativeness, accountability and proactiveness throughout the 1990's and into the twenty-first century.

APPENDICES

APPENDIX A

Initial Development of Performance Measures

STATE OF IOWA

TERRY E. BRANSTAD, GOVERNOR

DEPARTMENT OF EDUCATION
WILLIAM L. LEPLEY, Ed.D., DIRECTOR

MEMO: 93.005

DATE: September 8, 1992

TO: Adult Basic Education Performance Standards' Committee

FROM: Bureau of Educational and Student Services

SUBJECT: Development of Iowa's Adult Basic Education Performance Measures and Performance Standards

Introduction

The purpose of this memorandum is to review the discussion on the **September 3, 1992** conference call with members of the adult basic education performance standards' committee. I have enclosed background information that should be of help in getting us started on the task of developing and refining Iowa's performance measures and performance standards.

Goal

The major goal of the performance standards' committee is to review the existing performance measures and integrate the results of the Pelavin Associates' study in with the performance measures Iowa has already developed. In addition, the committee will develop the necessary performance standards to quantify the performance measures. Our objective is to have the total task completed and ratified by the ABE coordinators at the **ABE coordinators' retreat in June.**

Process

The following process should be followed in reviewing the performance indicators: Each subcommittee has been assigned to review a specific focus area. The committee should review their focus area in terms of the performance measures. If there are any additional performance measures that should be added or any that you feel should be deleted from the Pelavin list, please feel free to do so. However, justification should be documented as to the reason(s) for deletion of a performance measure. This process should be completed by **November 1, 1992**. The information that you have accumulated should be sent back to me no later than **October 20, 1992**. This will enable me to pull together all of your input and send out the second draft of the document by **November 1, 1992**.

(over)

GRIMES STATE OFFICE BUILDING/DES MOINES, IOWA 50319-0146

Please feel free to contact your respective committee members by telephone or by personal visitation. If you would like to set up a meeting with each other, feel free to use staff development funds. Reimbursement of expenditures would be through the standard ATT-1/ATT-2 process.

Once the committee has come to consensus on the actual performance measures, the next task will be to develop specific performance standards for each one of the performance measures.

Summary

Hopefully the entire process will go smoothly as we do have some time to work on this particular project. It is important since the next re-authorization of the Adult Education Act (FY '95) will require that we have actual performance standards in place for our program.

If you have any questions, please feel free to contact any committee member.

Sincerely,

John Hartwig, Consultant
Division of Community Colleges

JH/bse

APPENDIX B

Approval of Performance Indicators by ABE Coordinators

STATE OF IOWA

TERRY E. BRANSTAD, GOVERNOR

DEPARTMENT OF EDUCATION
WILLIAM L. LEPLEY, ED.D., DIRECTOR

MEMO: 93.010

DATE: November 2, 1992

TO: Adult Basic Education Coordinators

FROM: Bureau of Educational and Student Services

RE: Second Draft of Indicators of Program Quality and Performance Measures

Introduction

The purpose of this memorandum is to present the second draft of Iowa's adult basic education performance indicators of program quality and performance measures for review and ratification at the November 19, 1992 ABE coordinators' telenetwork meeting.

The meeting will be spent discussing, reviewing and ratifying the indicators of program quality and the performance measures. A roll call vote will be taken on the ratification process.

Background

As you are aware, one of the major priorities of the adult basic education coordinators, for FY '93, is to formulate the performance indicators and performance standards for Iowa's adult basic education program. In order to accomplish this task, a subcommittee of the ABE coordinators, entitled the standards' committee, was formed to look at the existing performance indicators developed by the adult basic education coordinators during FY '91 and also to incorporate the national performance indicators which were developed by Pelavin Associates for the United States Office of Education.

The following is a listing of the focus areas and committee members:

Focus Area	Committee Members
Educational Gains	John Hartwig - Laura Schinnow
Program Planning	Kay Nebergall - Marty Lundberg
Curriculum/Instruction	Georgie Klever - Linda Rater
Staff Development	Dona Eckhardt - Jane Hobart
Support Services	Don Wederquist - Jane Hobart
Recruitment/Retention	Joan Rourke - Karmen Shriver

(over)

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The National Literacy Act of 1991 renewed the federal commitment to adult education. Foremost among its priorities is the improvement of programs to insure that educational services supported with federal funds are quality services. To this end, the National Literacy Act called for the development of indicators of program quality, by the secretary of education, that could be used by states and local programs as models by which to judge the effectiveness of their services.

Each state was given the option to develop their own performance indicators using the national performance indicators as a model. The committee has finished their development and review of the indicators of program quality and accompanying performance measures. The committee's next task will be to develop the performance standards, once the indicators of program quality and performance measures are reviewed and ratified by the adult basic education coordinators.

Process

Each committee will review their respective focus area at the November 19, 1992 telenet meeting allowing time for input, questions, revisions and clarification. Upon the final review of all areas, the committee will then ask that the indicators of program quality and performance measures be ratified with any corrections by the ABE coordinators.

At that point, the next major step will be to begin work on the performance standards which is a separate but related process to the development of the performance measures and indicators of program quality.

Summary

The committee has gone through two drafts of the attached document. The committee is in agreement that this document represents our best effort. As we developed the performance indicators and performance measures, we attempted to keep those indicators which best reflect current and future program practices for adult basic education in Iowa. The committee is asking that each coordinator critically review the materials prior to the November 19th telenetwork meeting. By so doing we will have your best thinking and input. If you have any questions, prior to the telenetwork meeting, please contact myself or any member of the committee.

Sincerely yours,

John Hartwig, Consultant
Division of Community Colleges

JH/bse

APPENDIX C

First Draft of Performance Standards

STATE OF IOWA

TERRY E. BRANSTAD, GOVERNOR

DEPARTMENT OF EDUCATION
WILLIAM L. LEPLEY, ED.D., DIRECTOR

MEMO: 93.014

DATE: November 19, 1992

TO: Adult Basic Education Performance Standards' Committee

FROM: Bureau of Educational and Student Services

SUBJECT: First Draft of Performance Standards

Introduction

The purpose of this memorandum is to present the model for the development of Iowa's adult basic education performance standards for discussion at the December 9, 1992 standards' committee telenetwork meeting from 1:00 to 3:00 p.m.

Background

The formulation of performance indicators has evolved through three (3) phases. The first phase was to formulate the indicators of program quality and performance measures. The second phase was ratification by the ABE coordinators at the November 19, 1992 telenetwork meeting. The third phase is now the formulation of the performance standards.

Definition

A performance standard is defined as: a measure with a specific numeric criterion, qualitative statement or level of performance tied to it. A performance standard defines a level of acceptable performance for a specific performance measure or clarifies a process when a performance measure is viewed as qualitative. There are three types of performance standards: 1) quantitative, 2) qualitative, 3) a combination of quantitative and qualitative. A quantitative standard define a specific numeric criterion or a level of performance. A qualitative standard defines a process or series of activities. A qualitative standard is used to qualify a process oriented performance measure. In some cases, a performance standard may be classified as a combination of quantitative and qualitative (see 1.31.1).

(over)

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Process

In order to articulate the process for performance standards development, Laura Schinnow and I have formulated, what we consider to be, the performance standards for focus area 1.0 (see attached documents). You will note on the sheet entitled: "Iowa's Adult Basic Education Performance Indicators and Performance Standard Source Identification", we have identified the source documentation for each performance standard and specified the type of performance standard for each of the performance measures.

It should be noted that two of the performance standards (1.12.1 and 1.22.1) simply state that the standard is to be determined for future program needs. The reason for this is due to the fact that we have not, as yet, integrated competency based strategies to our programming efforts. But, since it is an important performance measure, it is a concept to be explored in the future.

Summary

The purpose of providing a model to guide us through our process of developing performance standards is: 1) develop a uniformity of language, 2) develop a uniformity of thought as to how different performance measures can be quantified and/or qualified, 3) articulate a consistent numbering system from one focus area to the other. Since we are working in committees, it is important that we all do things basically the same way so that it will be easy to pull the final document together for the ABE coordinators.

We will discuss the process of developing performance standards in detail at the December 9, 1992 telenetwork meeting. If you have any questions, prior to the telenetwork meeting, please contact me.

Sincerely yours,

John Hartwig, Consultant
Bureau of Educational and Student Services

JH/bse

STATE OF IOWA

TERRY E. BRANSTAD, GOVERNOR

DEPARTMENT OF EDUCATION
WILLIAM L. LEPLEY, Ed.D., DIRECTOR

MEMO: 93.020

DATE: December 9, 1992

TO: Adult Basic Education Performance Standards' Committee

FROM: Bureau of Educational and Student Services

SUBJECT: Update on Development of Performance Standards

Introduction

The purpose of this memorandum is to reiterate the major points from the December 9, 1992 Telenetwork meeting. The major points were:

1) The first draft of the performance standards, and source documentation, are to be sent to me by January 20, 1993.

2) The next telenetwork meeting, of the standards' committee, will be February 10, 1993, from 2:30 to 4:30 p.m. The purpose of the telenetwork meeting is to review the first full draft of the performance standards and develop future strategies.

3) Each committee should apply the "criteria for formulation of appropriate performance standards", to each one of their respective standards, to assure that all criteria are met.

Criteria for Formulation of Appropriate Performance Standards

The criteria for formulation of appropriate performance standards are:

1) Does the performance standard describe a qualitative process?

2) Does the performance standard describe numeric criteria or performance level(s) (quantitative)?

3) If the performance standard describes a process; which research reports, memoranda, or other documentation accurately qualifies that process?

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4) If the performance standard describes numeric criteria or performance level(s), which trend data accurately quantifies that numeric criteria or performance level(s)?

5) Does the standard reflect generally accepted statewide program practices as opposed to local program practices?

6) Is the standard equitable, appropriate, and achievable for Iowa's Adult Basic Education program based on long term trends?

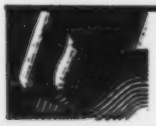
Summary

The committee now has the appropriate information needed to formulate the first full draft of the performance standards. If you have any questions, during the formulation of the standards or desire to have conference calls with each other, please let me know.

Sincerely yours,

John Hartwig, Consultant
Division of Community Colleges

JH/bse



APPENDIX D

Ratification of Performance Standards by ABE Coordinators and Adult Education Deans and Directors

STATE OF IOWA

TERRY E. BRANSTAD, GOVERNOR

DEPARTMENT OF EDUCATION
WILLIAM L. LEPLEY, Ed.D., DIRECTOR

Memo: 93.033

Date: February 10, 1993

To: Adult Basic Education Coordinators

From: Bureau of Education and Student Services

Subject: ABE Coordinators Standards Meeting

INTRODUCTION

The purpose of this memorandum is to present the final draft of the performance standards for final discussion and ratification by the ABE coordinators group. A special telenet meeting is scheduled for **Wednesday, March 3, 1993 from 10:00 a.m. - 12:00 p.m.**

BACKGROUND

The formulation of performance standards has evolved through two (2) phases: 1) ratification of performance indicators by the ABE coordinators on November 19, 1992, 2) formulation and development of the performance standards by the standards' committee.

The purpose of the enclosed copy, of the performance standards, is for review and ratification on March 3, 1993.

DEFINITION

A performance standard is defined as: a measure with a specific numeric criterion, qualitative statement or level of performance tied to it. A performance standard defines a level of acceptable performance for a specific performance measure or clarifies a process when a performance measure is viewed as qualitative. There are three types of performance standards: 1) quantitative, 2) qualitative, 3) a combination of quantitative and qualitative. A quantitative standard define a specific numeric criterion or a level of performance. A qualitative standard defines a process or series of activities. A qualitative standard is used to qualify a process oriented performance measure. In some cases, a performance standard may be classified as a combination of quantitative and qualitative (see 1.31.1).

PROCESS

In order to articulate the process for performance standards development, the committee formulated the performance standards for all focus areas (see attached documents). You will note on the sheets entitled: "Iowa's Adult Basic Education Performance Indicators and Performance Standard Source Identification," the committee identified the source documentation for each performance standard and specified the type of performance standard for each performance measure.

It should be noted that two of the performance standards (1.12.1 and 1.22.1) simply state that: the standard is to be determined for future program needs. The reason for this is due to the fact that we have not, as yet, integrated competency based strategies into our programming efforts. However, since it is an important performance measure, it is a concept to be explored in the future.

(OVER)

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CRITERIA FOR FORMULATION OF APPROPRIATE PERFORMANCE STANDARDS

The criteria the committee used for formulation of appropriate performance standards were:

1) Does the performance standard describe a qualitative process?

2) Does the performance standard describe numeric criteria or performance level(s) (quantitative)?

3) If the performance standard describes a process; which research reports, memoranda, or other documentation accurately qualifies that process?

4) If the performance standard describes numeric criteria or performance level(s), which trend data accurately quantifies that numeric criteria or performance level(s)?

5) Does the standard reflect generally accepted statewide program practices as opposed to local program practices?

6) Is the standard equitable, appropriate, and achievable for Iowa's Adult Basic Education program based on long term trends?

ANALYSIS

An analysis of the performance standards indicates the following trends:

1. There are nine (9) indicators of program quality.

2. There are twenty-six (26) performance measures.

3. There are thirty-six (36) performance standards.

4. The performance standards are classified according to the following taxonomy.

    a. Twelve (12) are quantifiable.
    b. Sixteen (16) are qualifiable.
    c. Six (6) are a combination of quantifiable/qualifiable.
    d. Two (2) are unclassified since they represent future strategies.

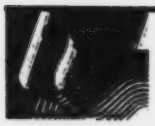
SUMMARY

The standards' committee has formulated a set of performance standards which reflect the reality of Iowa's adult basic education programs. After the ABE coordinators ratify the standards, they will be presented to the adult deans and directors' group for final ratification. If you have any questions, prior to the telenetwork meeting, please contact any committee member.

Sincerely yours,

John Hartwig, Consultant
Bureau of Educational and Student Services

JH/bse



APPENDIX E

A Chronological Listing of Continuing Education/ Adult Basic Education/GED Accountability Studies

A Chronological Listing of Continuing Education/Adult Basic Education/GED Accountability Studies

STUDY	STATUS	IMPACT
1. The GED Experience: Reaching Out to People (Iowa Dept. of Education)	Completed July 1982	Evaluated the effectiveness of Iowa's GED delivery system.
2. Bright Horizons: Iowa GED Writing Skills Pilot Project Final Report (Iowa Dept. of Education)	Completed July 1985 (ED 256-956)	Determined the feasibility of including an essay component on the GED examinations.
3. Iowa's Literacy/Adult Basic Education Target Population Studies. (Iowa Dept. of Education)		
A. Iowa's Adult Basic Education Students: Descriptive Profiles Based on Motivations, Cognitive Ability and Socio-Demographic Variables.	Completed May 1987 (ED 306-426)	Determined the marketing and motivational characteristics of adult basic education students and reasons for attending the Adult Basic Education program.
B. Iowa's ESL Students: A Descriptive Profile.	Completed December 1987 (ED 290-049)	Determined the motivational and marketing characteristics of Iowa's ESL students enrolled in Adult Basic Education programs.
C. Reasons for Nonparticipation Among Iowa's Adults Who Are Eligible for ABE.	Completed March 1989 (ED 290-048)	Documented the reasons that adults who are eligible for Adult Basic Education programs choose not to participate.

A Chronological Listing of Continuing Education/Adult Basic Education/GED Accountability Studies

STUDY	STATUS	IMPACT
4. ABE/GED in Community Colleges: A Status Report. (U.S. Dept. of Education)	Completed June 1988	Determine the characteristics of effective community college ABE/GED programs in those states that utilize community colleges for their primary delivery system.
5. Iowa's Norming Study of the Tests of General Educational Development (Iowa Depart. of Education)	Completed October 1989 (ED 314-474)	Documented the performance level of Iowa's GED candidates in relationship to a norm group of Iowa's graduating high school seniors.
6. Assessing the Educational Needs of Iowa's Homeless Youth and Adults. (Iowa Dept. of Education)	Completed December 1989	Determined the number of Iowa's adult homeless and their educational needs.
7. Assessment and Adult Basic Education: The Iowa Model (Iowa Dept. of Education)	Completed May 1990 (ED 321-028)	Determined the current assessment procedures utilized in Iowa's Adult Basic Education programs as part of a measure of Iowa's educational accountability.
8. Continuing Education Outcomes at Iowa's Community Colleges (Iowa Dept. of Education)	Completed April 1991 (ED 331-560)	Provide outcome measures for Iowa's Adult and Continuing Education programs in the community colleges.

A Chronological Listing of Continuing Education/Adult Basic Education/GED Accountability Studies

STUDY	STATUS	IMPACT
9. Relationship of the GED Test to Skills Needed in the Workplace (GEDTS).	Completed 1991	Provided documentation of the basic skills needed in the workplace and the comparable skills measured by the GED Tests.
10. A Two, Five and Ten-Year Follow-Up of Iowa's GED Graduates. (Iowa Dept. of Education)	Completed April 1992 (ED 344-047)	Provide accountability as to the immediate, intermediate and long-range impact of Iowa's GED instructional and testing program.
11. GED Profiles: Adults in Transition (GEDTS)	Completed 1992	A series of six reports that present information about adult learners compiled from a national survey of people who took the GED Tests.
12. National Evaluation of Adult Education Programs (U.S. Dept. of Education: Developmental Associates, Inc.)	In process - anticipated completion date 1993	Evaluation of the potential of program supported by the Adult Education Act.
13. Development of performance indicators of program effectiveness. (Iowa Dept. of Education)	Completed May, 1993	Provided performance indicators of program effectiveness in serving the literacy needs of Iowa's adult population.
14. National Adult Literacy Survey (NALS) (Educational Testing Service)	In process - anticipated completion date Fall 1993	Measure and estimate the literacy abilities of Americans aged 16-64, according to race, ethnicity, levels of education, gender, and other significant variables.

APPENDIX F

Policy Paper in Support of Regional Delivery Systems

Executive Summary
Policy Paper In Support of Regional Delivery Systems

Several state adult education administrators who are responsible for Adult Education grants are proposing a wording change when the Adult Education Act is reauthorized in 1993. We are recommending that the language in the National Literacy Act (P.L. 102-73, Section 301. (o)(1)) that refers to "direct" and equitable funding be amended and that the word "direct" be excluded. We favor the language that describes all of the agencies and institutions that should be included in planning for service delivery. However, we would prefer that the language not be so inflexible as to indicate that the direct funding must come from the state.

Prior to the 1991 amended language, many states delivered services regionally, often through community college regions. Regional systems provide some of the following advantages:

- existing agency and institutional partnerships;
- access to counseling, child care and transportation;
- More services for assessing students with special needs;
- enhanced access to technology;
- access to personnel services and business services;
- availability of computerized record keeping; and
- mechanisms for collecting local and state education reimbursement funds.

Beginning with the 1989 ***Jump Start*** final report from the Project on Adult Literacy, including the 1992 National Governor's Association ***Guidebook for State Literacy Leaders*** and concluding with the 1992 ***National Evaluation of Adult Education Programs***, virtually every national study has concluded that states need a system that is capable of coordinating all of the providers of adult basic skills rather than a pattern of unconnected entities.

It is our firm belief that requiring direct funding to come from the state adversely affects the effective regional planning processes we were developing prior to the 1991 Amendment. It also puts an undue burden on state personnel that administer programs within a 5% federally-imposed administration limitation. Our plea is for states to have the flexibility to determine whether funding and services should be centralized or regional. We believe in the inclusiveness intent of the Amendment, but we do not believe that inclusiveness is compromised in our states that have regional systems.

Introduction

The Adult Education Act is to be reauthorized in 1993. Several adult education administrators are recommending revised language relative to P.L. 102-73, Section 301.(0)(1). The 1991 amendment directs that "each State educational agency receiving financial assistance under this subpart shall provide assurance that local educational agencies, public or private nonprofit agencies, community based organizations correctional education agencies, post-secondary educational institutions and institutions which serve educationally disadvantaged adults will be provided direct and equitable access to all Federal funds provided under this subpart."

States that have created systems of regional delivery of adult basic skills have had trouble with the term "direct" in the 1991 amendment. Although we strongly endorse the concept of equitable and diverse delivery of adult basic skills, the implication that the state educational agency must provide funding and services "directly" to a wide variety of institutions and agencies has adversely affected our delivery systems. The delivery systems developed in our states involve working with regional education and training agencies, such as community colleges, to provide adult literacy services within a region. The regional agencies provide services at a variety of sites and through various agreements and subcontracts with public and private partners in their regions.

The new amendment requiring states to provide direct services is causing the following problems:

- loss of state flexibility in defining how adult basic skills will be delivered;
- fragmentation of services;
- loss of local matching funds from regional sources that can distribute state reimbursement on a per student basis;
- reduction of funds to proven programs in order to fund a wider variety of programs;
- development of competitive programs rather than cooperative systems; and
- significant additional responsibilities for state staff who must directly provide funding and services to a variety of agencies or institutions within a district.

Some of our states have gone from funding six to fifteen regions to funding 100 separate programs. This requires many additional individuals to supply with information, training and other technical assistance related to running ABE programs.

The following pages describe national studies that call for a systematic approach to delivery of adult basic skills and detail advantages of systematized delivery.

In Defense of Systems

Several national and state studies conducted in the past five years have described the need for coordinated systems for development of adult basic skills.

In Forrest P. Chisman's 1989 ***Jump Start***, he urged federal planners "to build on the strengths of the field now in place" and "to develop a system of basic skills education in which providers are rewarded for helping learners to achieve goals that will significantly improve their lives."

In ***A Guidebook for State Literacy Leaders: Implementing an Integrated System for Meeting Adult Learning Needs*** 1992, the National Governor's Association identified that no states could "come close to achieving this goal [universal literacy] by the year 2000 as long as the policy, program development, and funding decisions made by the dozens of public and private agencies involved in funding literacy and basic skills programs are not part of a coordinated plan."

In ***Patterns of Promise: State and Local Strategies for Improving Coordination in Adult Education Programs*** conducted for the U.S. Department of Education by COSMOS Corporation 1993, three key outcomes that can be found in what COSMOS called "integrated services" (systems) are the following: "1) implementation of student assessment procedures, 2) enhancement of counseling and case management services, and 3) increased attention to program articulation."

The most convincing endorsement of a systems approach to adult literacy education is in the ***National Evaluation of Adult Education Programs***, conducted in 1992 for the U.S. Department of Education. It determined that programs that scored highest on student retention efforts, professionalism of staff and service integration were regional education service agencies and community colleges. These systems also scored very high in the only other category evaluated, outreach services.

Advantages of Adult Education Systems

It is the belief of those state directors who work with regional systems that, even with the 5% federal limitation on state administration, adult literacy administration is manageable. Regional districts coordinate services with JTPA, welfare, employment agencies, libraries, public housing authorities, community-based organizations, Job Corps, alternative high schools and other providers. The regional program director can either sub-contract with other providers or provide direct services at a variety of community sites. Regional directors meet regularly with state staff to coordinate curriculum, training and other issues. State-sponsored training can be extended to all of the various partners within a region.

Some of the many advantages that are often available through our regional providers include the following:

- existing community networks and partnerships;
- a rich array of support services such as counseling;
- access to job training programs;
- access to child care centers;
- availability of transportation;
- services for handicapped students;
- personnel standards, research departments, audit policies;
- access to technology;
- staff training resources;
- computerized record keeping capability; and
- ongoing partnerships with a variety of local agencies and institutions.

Summary

Preparers of this report do not want to alter the intent of the National Literacy Act in any way. We celebrate our ability to serve a wide mix of diverse students and organizations through our regional service districts. However, we are pleased with the regional processes which have developed over time, and we want to support the continued development of the regional base for adult literacy delivery. We think our regional system leadership is much more effective in distributing services throughout districts in a state. From the state level we can encourage and facilitate inclusiveness in local regions.

Our intent can be accomplished by simply eliminating the language referring to *direct funding* of each and every type of adult literacy provider and by federal encouragement of *adult* systems that are part of the overall state strategy to improve individuals and communities. Any language related to *integrates services, partnerships and collaboration* should remain in the Act and, perhaps, be strengthened. The need for basic skills delivery will not go away in the near future. Therefore, it is time to encourage state systems of *quality* programs that are collaborative and cost effective. As long as adult basic skills are delivered by a variety of unconnected entities, public support, understanding and visibility will continue to be limited.

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